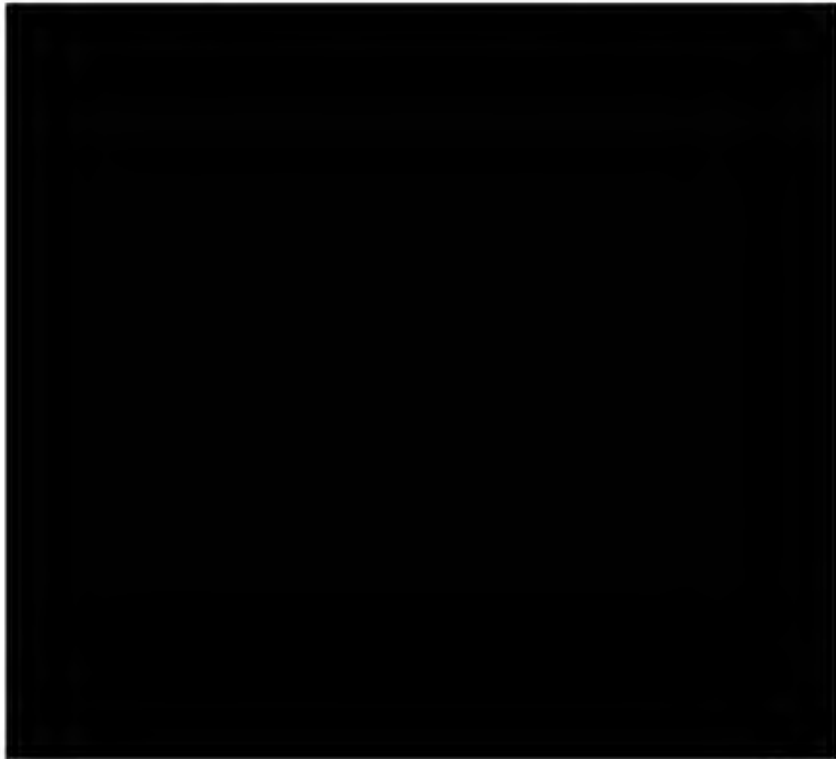


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Committee Roster

The personnel of this Panel varied considerably during the three months in which the report was being written. Those whose names are listed below contributed time and effort to the study. The amount they were able to give varied considerably for many reasons such as leave periods, office pressures, and details to other jobs.



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CAREER EMPLOYMENT OF WOMEN
IN THE
CENTRAL INTELLIGENCE AGENCY

November 1953

Report of the
Panel on Career Service for Women
to the
CIA CAREER SERVICE BOARD

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PREFACE

Although the last census reports 19 million working women in this country (an increase of 7 million since 1940), it has not been too many years ago that employment opportunities open to women were limited to teaching or to performing household services. During the 19th century, employment opportunities were gradually extended to include clerical and some professional fields. It is only recently that women have entered any great variety of occupational fields and there still remain some occupations where women are not employed in any significant number.

As compared with other employers, this Agency has offered at least equivalent opportunities to career women. It has not, in common with other employers, taken full advantage of the manpower resources available to it. The Panel on Career Service for Women has viewed its task as one of supplying answers to the question: "What are the career opportunities for women in the Central Intelligence Agency?"

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"Humanity must learn to accept superiority not in this group or that one, in this sex or the other, but in the person, no matter what his or her group membership, and regardless of sex." -- Ashley Montagu

(Chairman of the Department of Anthropology at Rutgers
and

Director of Research for the New Jersey Committee
of Mental Health and Physical Development)

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I. INTRODUCTION

A. Objective

On 31 July 1953, the Director of Central Intelligence and the Chairman of the CIA Career Service Board met with a group of women, representative of professional women employed by the Central Intelligence Agency. This group was invited to serve as a panel to report on the role of women in the Agency's Career Service Program. In the three months since that time, the group has studied the current utilization of women in the Agency as a basis for suggesting answers to the questions:

What are the career opportunities for women in the Central Intelligence Agency?

B. Approach

The occupational groups in the Agency were divided into "professional," "clerical," and "intermediate." The definition of these groups was arrived at by mutual agreement of the Panel members based on the judgment of individuals most familiar with specific positions.

The "intermediate" group was established to cover those positions which were neither wholly professional nor primarily clerical. As will be observed later, this group is an important transitional area for clerically trained personnel who are enabled because of their interests and capabilities to advance to professional positions.

Within the broad groups of "professional" and "clerical," categories of specialization have been established. "Administrative support," for example, has been used to describe budget, supply, personnel and general administrative duties. Within the more technical areas, e.g., statistics, data has been collected separately for the specific area. Each of the categories used is described in detail in the separate reports attached.

The Committee on Professional Women in the Overt Components has concerned itself primarily with the employment of women in the Offices of the Deputy Director (Administration), the Deputy Director (Intelligence), the Director of Training and the Assistant Director for Communications. The covert elements in these offices were not considered in this Committee's report.

The Committee on Professional Women in the covert components, originally established to consider the employment of women in overseas areas, found it necessary to extend its study to include those headquarters components having the preponderance of overseas employees.

In the Committee's analysis of the field situation, both clerical and professional personnel have been considered; its analysis of the headquarters situation gives more emphasis to professional personnel.

The Committee on Clerical Employees has reported primarily on the utilization of women in clerical positions in headquarters but has also found it appropriate to highlight certain problem areas in clerical employment common to men and women in these positions.

The Panel has considered not only whether women were being utilized and in what areas of specialization, but also the levels of responsibility which they achieved. The lack of uniformity in the Agency's organizational structure has complicated this last point. The grade attached to a particular position does, of course, signify a certain degree of responsibility and difficulty, but there are varying degrees of prestige or status attached to organizational titles. While recognizing that they are not in fact comparable, the Panel has of necessity assumed that such titles as Division Chief and Branch Chief represented uniform organizational levels.

C. Compilation of Statistics

The Personnel Office was most cooperative and helpful in developing statistical data available from central personnel records. The decision to apply more flexible definitions of "professional" and "clerical" did, however, limit the extent to which machine methods could be applied and a substantial part of the data compiled was prepared manually from a variety of sources. Certain discrepancies are a natural result. The Panel considers that the minor inaccuracies which may exist do not distort the picture presented.

II. FINDINGS

A. Statistical Findings

1. CIA Women Employees Compared with CIA Men Employees

(NOTE: All data as of 30 June 1953.)

a. Although the median grade for staff employees and staff agents is GS-7, the median grade for women is GS-5 as compared with GS-9 for men.

b. Only 19% of women employees, as compared with 69% of men employees, occupy grades higher than the median GS-7.

c. Although no woman employee is in a grade higher than GS-14, 10% of the men employees are in grade GS-15 and higher.

d. Although almost half (43%) of men employees are in grade GS-11 and higher, only 19% of women employees are in this upper range.

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2. Professional Personnel - Overt Components

(More detailed findings are contained in Tab C from which this summary is taken.)

a. Women represent 21% of approximately [redacted] employees in professional positions and are utilized to some extent in 17 of the 19 professional categories. They represent less than 21% of the professional personnel in 12 of the categories, however.

25X9

b. Women represent less than 21% of the professional employees in 9 of the components studied.

c. In a few fields of work, women hold grades above the GS-12 level but no woman employee holds a grade higher than GS-14. In all but one of the occupational categories studied, the highest grades held by women are one to four grades lower than the highest grades held by men.

d. In the components studied, the median grade for women in professional jobs is, on the average, three grades lower than the median for men.

e. No women are employed in executive positions. Relatively few occupy positions with line authority at the Branch Chief level and none occupy such positions higher than Branch Chief.

f. Trends in employment during recent months indicate that only a small percentage of women are being hired for professional jobs. The median grade for women hired for professional positions in a recent six-month period was GS-7 while that for men was GS-9.

3. Professional Personnel - Covert Components and Overseas Field

(More detailed findings are reported in Tab D from which this summary is taken.)

a. Within the occupational categories studied, the greatest single group of personnel is in "operations." Grade classifications in this category range from GS-5 to GS-17 for men and from GS-5 to GS-14 for women. The number and percentage of women in the operations category, however, is comparatively small, and decreases markedly from headquarters to the field. Women represent 25% of the total [redacted] professional personnel in operations in headquarters but only 7% of the [redacted] in the field.

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b. In the categories of executive support and administrative support, which show the next greatest concentrations of strength after operations, representation of women is proportionately even smaller.

c. In the three groupings under "analysis" (information control, research, and reports), the total number of women employed is greater than in any other professional groups. Grade ranges in this category are approximately the same for men and for women.

d. In headquarters, more men occupy positions at GS-11 than any other grade, although the mode varies in different organizational components from GS-9 to GS-14. In the field, the largest concentration of men is at the GS-9 level. In both headquarters and field, however, the largest concentration of women is at the GS-5 level. (Both professional and clerical classifications are considered in this comparison.)

e. The preponderance of women in the covert components is in clerical positions with relatively few women currently utilized in professional work. In professional fields, the grade ratings of men are higher than those for women.

4. Clerical Personnel

(More detailed findings are reported in Tab E from which this summary is taken.)

a. Of approximately [redacted] employees in the overt components, [redacted] are clerical employees and 86% of these are women; 31% of [redacted] employees in "intermediate" positions are women; and 21% of [redacted] professional personnel are women. In the clerical group, there seems to be not so much a question of utilization of women in clerical capacities as one of the utilization of women in strictly clerical work compared with "intermediate" and professional work.

(1) The majority of clerical positions may reasonably serve as stepping stones to administrative assistant and clerical supervisor positions. Though women represent 86% of the clerical employee group, they represent only 73% of the administrative assistant-clerical supervisor group.

(2) In positions involving machine operations, women represent 58% of the operator group but only 24% of the supervisor-planner group.

(3) Comparing women in the "intermediate" group with those in the same field of professional specialization, it is found that the proportion employed in professional positions is generally lower than the proportion in professional assistant positions. Women in analytical work

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represent 81% of the "assistant" group but only 23% of the professional group. In editing and publishing, the rate drops from 70% in the assistant group to 37% in the professional group; and in administrative support, the rate decreases from 42% in the assistant group to 13% in the professional group.

(4) In only two occupational categories, editing and publishing and administrative support, is the lowest grade held by men and women the same. In all other cases the lowest grade held by men is one to two grades higher than the lowest held by women.

(5) In only two fields of work, library and editing and publishing, does the top grade for women equal or exceed the top grade held by men. In all other fields, the highest grade held by a woman employee is one to three grades lower than the highest grade held by men employees.

b. In the covert components, 88% of [redacted] employees in clerical positions are women; 60% of [redacted] in "intermediate" positions are women; and only 18% of [redacted] professional employees are women.

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25X9

(1) In headquarters, 95% of clerical employees are women as compared with 82% in the intermediate group. In the field, the rates are 92% as compared with 65%.

(2) A comparison of "assistant" with professional personnel in the general category of administrative support shows a drop from 33% to 27% in the proportion of women in headquarters and a drop from 25% to 12% in the field.

B. Observations

There is a variety of attitudes and subjective judgments which enter into the final decision of an official responsible for the selection of personnel for initial appointment or subsequent promotions and reassignments. It is reasonable to assume that one or more of the traditional arguments against the employment of women is likely to influence such decisions, consciously or unconsciously. The extent of this influence will vary, of course.

Listed below are some of the more frequent traditional arguments for limiting the employment and advancement of women. The Panel has considered and commented upon opinions expressed in the Agency as well as some generally heard outside government circles.

1. Opinions expressed by Agency officials:

a. "Women are not qualified to perform in those positions which they do not now occupy."

Comment: Since there are some women in practically every type of position in the Agency, this argument from the viewpoint of any one individual office seems questionable. At least it would be necessary to ascertain whether the aspects of a specific job make a woman ill-fitted for the position rather than the category of profession. It is reasonable to assume that there are specific positions requiring traits or specialized training which women are unlikely to possess.

b. "Women won't travel," and "Men are necessary in Departmental jobs since they must be used as replacements for overseas personnel."

Comment: The Agency employs a fairly large number of women in overseas positions at the present time. Some women are unable and unwilling to travel. This is also true of some men. However, if the Agency can utilize any personnel who are not available for frequent travel, this does not seem a valid argument against the employment of women as a group.

c. "Women can't work under the pressures of urgency and special considerations inherent in much of the Agency's work."

Comment: Women employed in many Agency offices are actually working under considerable pressures and appear no more affected by them than men are. It was certainly evident during the war and postwar years that women were willing and able to work under pressure.

2. Opinions expressed in business and industry as well as in the government:

a. "Women are undesirable candidates for long-range employment because they frequently interrupt or terminate their employment for marriage or family reasons."

Comment: Although the current trend in the general employment picture reflects an increasing number of married women in the employed population, it is true that the employer cannot be sure that a woman employee will not elect to resign upon marriage, or to devote more time to her family, or that she will require a leave of absence to have

a family. As long as our present society continues, this is apt to be the case. There is, however, no certainty that a man will remain permanently or even for a stated number of years. The Committee believes, therefore, that this problem can be met only by a mutual understanding or agreement between career employees - be they men or women - and the Agency when the initial planning is done. The concept in a career service plan of obligation to an agency as well as benefits from the agency is basic to all planning without reference to sex of the individual.

b. "Women are more emotional and less objective in their approach to problems than men. They are not sufficiently aggressive."

Comment: These and other statements relative to personality traits are too generalized to be dealt with in any detail. Undoubtedly a survey of case studies and personnel evaluation reports, or a sampling of opinion among many employees would have to be undertaken to substantiate this opinion or its antithesis. Even then, it is doubtful if the findings would be valid under all conditions. The opinion expressed is doubtless true as applied to some women - and as applied to some men.

c. "Men dislike working under the supervision of women and are reluctant to accept them on an equal basis as professional associates."

Comment: It is probably offensive to many men to find a woman occupying positions superior or even equivalent to theirs. It is also probable that many women prefer to work for men. In part, this preference comes from a traditional attitude toward women which will be effected only through a slow evolution of sociological change. Part of the attitude may stem from instances where a poor selection of a woman was made and the error attributed then to the fact that she was a woman. The Panel hopes that such an attitude will not be accepted as a barrier to the utilization of women in executive positions when they are qualified for such positions. The selection of a man or a woman for an executive position should include consideration of the candidate's supervisory abilities and probable acceptance by subordinate employees.

d. "The economic responsibilities of women are not as great as those of men. Women should not be employed in higher paying positions and deprive men of these opportunities. Women should not be employed at all when men are in need of employment."

Comment: This opinion is not offered as frequently at present as it has been in the past when, incidentally, it had greater merit. It seems to have become generally accepted that many women are faced with the requirement of supporting themselves; of supporting, fully or partially, dependent relatives; or of contributing to the support of their own family. Assignment or promotion on the basis of an individual's personal need is not justifiable in any employment program. The important consideration should be the ability of the individual to contribute to the objectives of the employer.

In addition to the subjective judgments which color decisions, there are surely other considerations of which the Panel cannot be aware - detailed job requirements, variations of similarly titled positions, implications of requirements which do not appear in writing. Many factors susceptible to statistical investigations were considered for study and excluded because of the difficulty and expense of developing the data, and, in some cases, the lack of any comparative data from outside sources.

However, using the statistical data available and relying on the observations of its individual members during their association with the Agency, the Panel concluded that except for a few rather narrow fields, career opportunities for women have been limited in the Agency in nearly every professional area. The following paragraphs highlight those areas in which the Panel feels the Agency could profitably offer greater opportunities to women career employees:

1. In the professional areas, both covert and overt, it appears that the administrative support positions, the positions pertaining to analysis, and positions requiring a capacity for liaison work offer opportunities for using and advancing women more than at present is the case.

2. Within the overt professional categories the Committee felt that more emphasis should be given to selecting women for executive and executive support positions and that attention should be given to the possibility of using women in some legal positions.

3. The committee reporting on opportunities for professional women in the covert positions recommended further exploitation of women in the areas of operations, training, and translation.

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III. RECOMMENDATIONS

A. Career Opportunities for Women

In order to increase career opportunities for women in the Agency it is recommended:

1. That the DCI issue a policy statement to encourage maximum utilization of women in the Agency.
2. That the DDA establish a procedure for
 - a. The review of all formal and informal recruitment requests which state that male applicants are desired, and
 - b. Corrective action when the preference is not justified.
3. That Agency officials be encouraged to consider more women for positions in administrative support, analysis, liaison, training, legal work, operations, and translation.
4. That more opportunity be given to qualified women to advance into positions of executive responsibility at all grade levels.
5. That a full-time counsellor be assigned to the Interim Assignment Branch in the Personnel Office.
6. That special attention be given the clerical personnel by the appointment of a qualified person in each major component to deal with problems of clerical personnel.
7. That supervisors provide continuous orientation to employees at the section or unit level, particularly for the clerical personnel.
8. That career opportunities for clerical personnel be explored and publicized and that a member of each career service board be designated to give special attention to career planning for clerical personnel.
9. That supervisory training be required for all supervisors towards improvement of management and morale in the Agency.

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B. Career Opportunities for Men and Women

The Panel recognizes that the following recommendations affect men as well as women, but as a result of this study the members have been impressed with the need for action to take care of these problems and so offer the following comments and suggestions for consideration by the Career Service Board:

1. It is urged that the program already established be publicized and enforced at whatever level necessary for finding qualified and deserving candidates in the Agency before conducting outside recruitment.
2. The Panel suggests, too, that publicity be given to procedures to be followed whereby careerists, through training, may enter or advance in a professional field.
3. There is need for thorough and frequent briefings of recruiters and a policy of complete frankness toward recruits regarding probabilities in their job.
4. The Panel became aware of the great need for devising some method by which personnel returning to Headquarters from overseas assignments may receive guidance for their future careers.

C. Further Studies

There were some studies, unavailable at this time, which the Panel felt would be necessary, both to give a complete picture of careers of women in this Agency and also to throw light on problem areas which exist here. The following studies were those the Panel considered most important:

1. Qualifications vs. grades for men and women.
2. Time-in-grade for men and women.
3. Turn-over rates within certain categories.
4. A sampling of clerical to professional advancement within the Agency.

TAB A
CIA WOMEN EMPLOYEES COMPARED
WITH OTHER WOMEN
EMPLOYEE POPULATIONS

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STATISTICAL FINDINGS

1. Women represent 39% of the staff employee-staff agent group in CIA as compared with a representation of 25% in the Federal employee group and of 30% in the total U.S. employed population (1952 data).

2. The average grade of women employed in CIA is higher than that for other women Federal employees (1947 data). (This fact is not particularly surprising since the average grade for CIA employees is higher than for Federal agencies employing proportionately larger numbers of clerical and other lower graded personnel.)

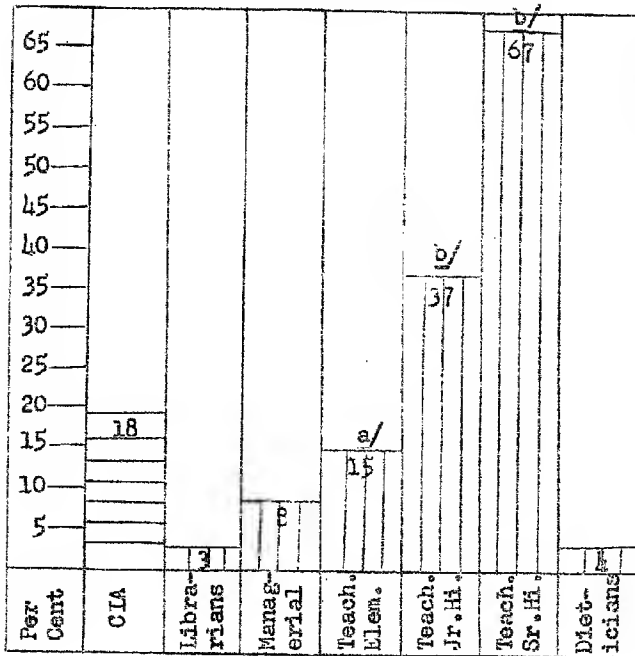
3. Since the entrance rate for GS-3 is \$2950 per year, it is not particularly significant to note that a substantial proportion of CIA women employees have salaries exceeding \$3000 per year as compared with the total U.S. population of employed women. It is pertinent to note that the salaries of women generally as compared with the salaries of men generally have lagged behind, even where both men and women are performing the same jobs.

4. The attached charts offer a sketchy picture of the employment of women in this Agency, in the Federal Government, and in various specialized fields. The data used as a basis for these comparisons varied in date from 1953 (for CIA) to 1947 (for the Federal Government as a whole); data concerning women in the civilian labor force were dated from 1949 to 1952. Source materials used were obtained from the Women's Bureau, Department of Labor, and contained statistics gathered from such sources as the Census Bureau, the Civil Service Commission, Bureau of Labor Statistics, various professional associations, selected state industrial reports, and agency and departmental reports. In addition, occupational material on women was collected by a search of the United States Government Manual, the Official Register of the United States, the Federal Statistical Directory, and the Register of the Department of State.

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Women in Selected Fields with Incomes Exceeding
\$5000*
(Based on Total Females in Each Field)



* Teachers' Salaries Include Males

a/ .9 of all elementary teachers are female

b/ .66 of all secondary teachers are female

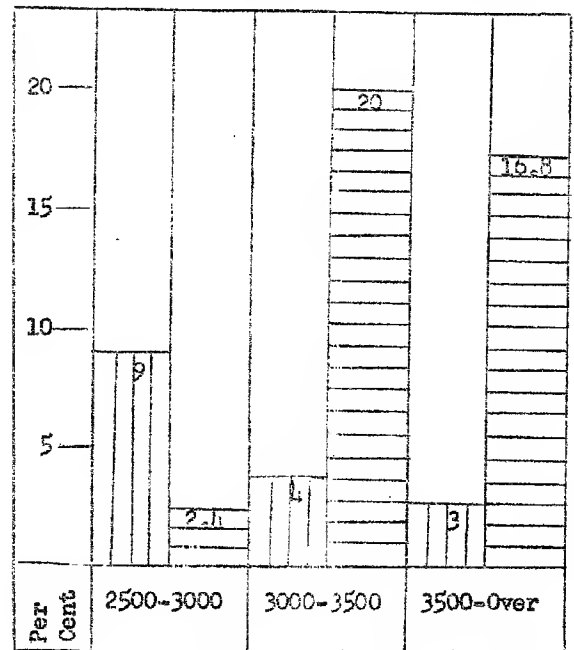
Statistics Used: CIA as of 30 June 1953

Others based on 1950

☐ CIA

▨ Other fields

Women With Income in Excess of \$2500*



* Figures for CIA based on total Agency employment

Figures for Women in National Labor Force based on total of those with incomes. (1950)

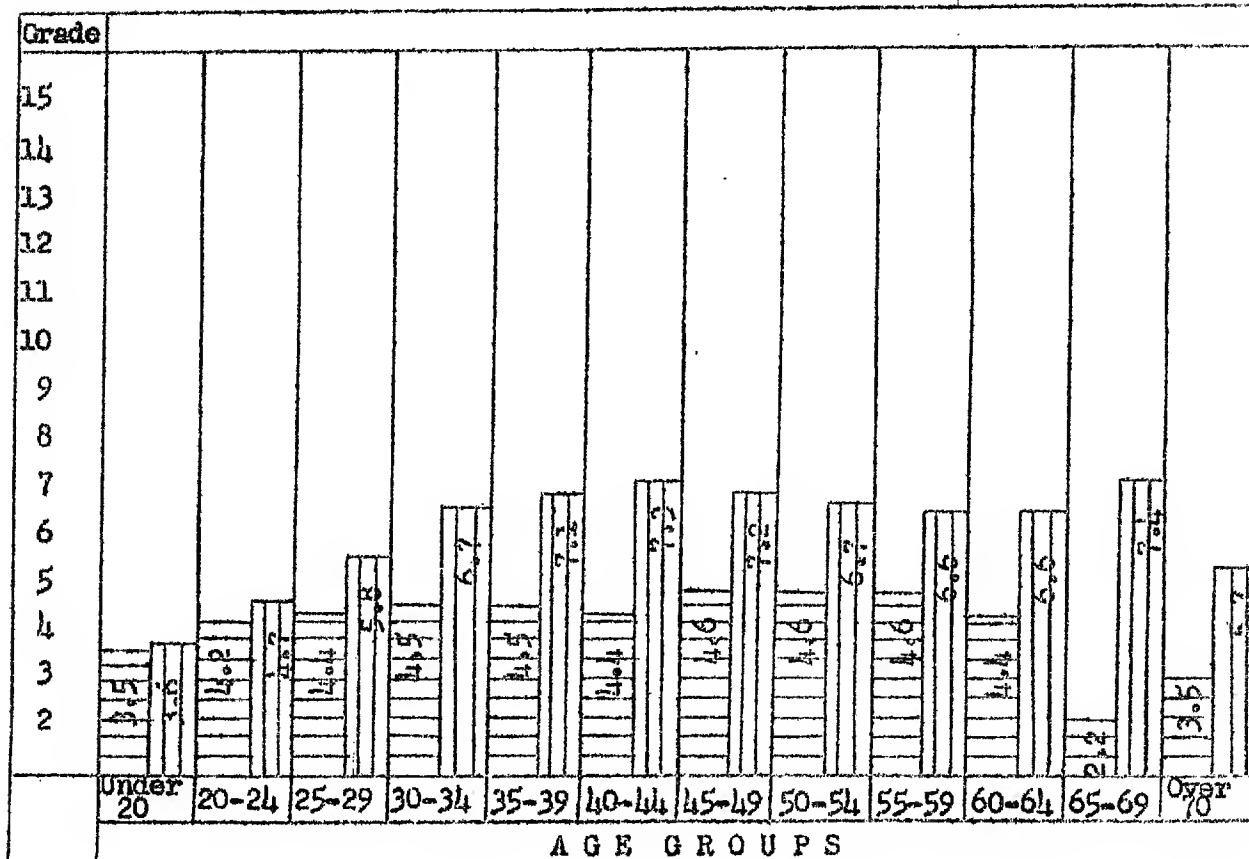
☐ CIA

▨ Women in Labor Force

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Average Grade by Age Group of Women in CIA and Federal Government*



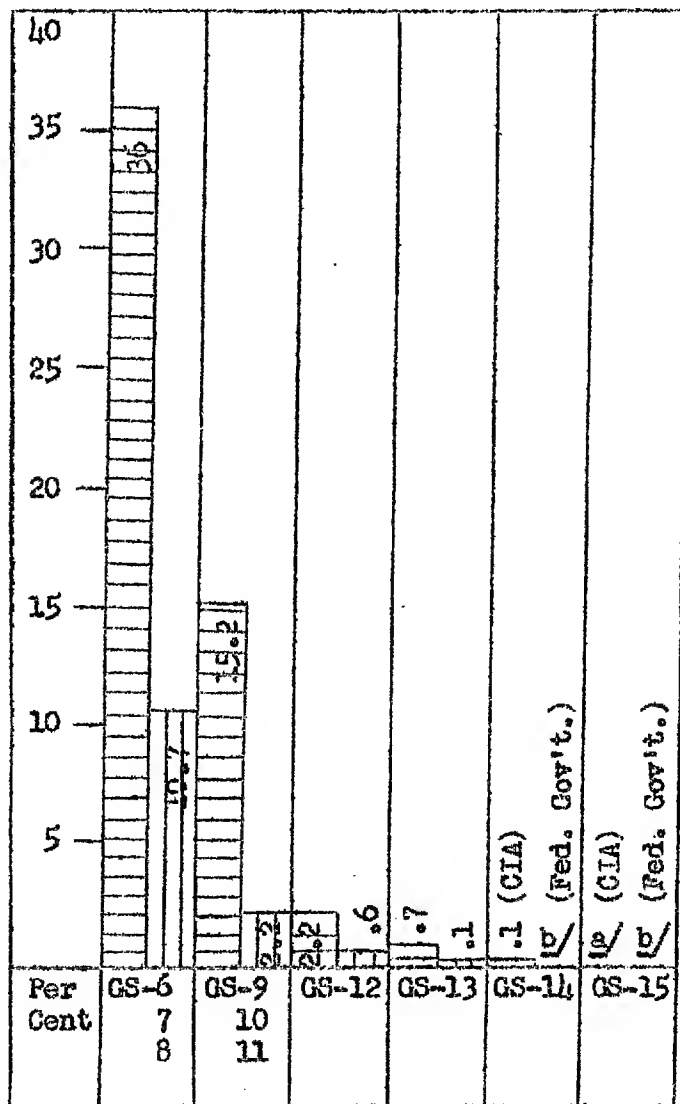
Federal Government

CIA

* Federal Government figures as of 30 June 1947
CIA figures as of 30 June 1953

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Women in Grade 6 or Above*



* Percentages based on female population of Agency and Government
 Statistics Used: Fed. Gov't. Sept. 1947
 CIA as of 30 June 1953

CIA

None

Federal Government

Less than .05%

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INDUSTRY	Female % of Total Employment	% Females in <u>1</u> / Higher Positions	Officers <u>2</u> /
Dept. Stores	68%	50%	4%
Insurance	64%	20%	2%
Banking	46%	15%	1%
Manufacturing	45%	14%	4%
C.I.A.	39%	22%	5%

1/ Used Grades 9 thru 11 as CIA "Higher Positions"

2/ Considering Grades 12 thru 18 as Officers (CIA)

Area Survey used herein was conducted in the Chicago area, the Boston-Hartford area, and the Philadelphia. (1949)

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TAB B

CIA WOMEN EMPLOYEES COMPARED
WITH CIA MEN EMPLOYEES

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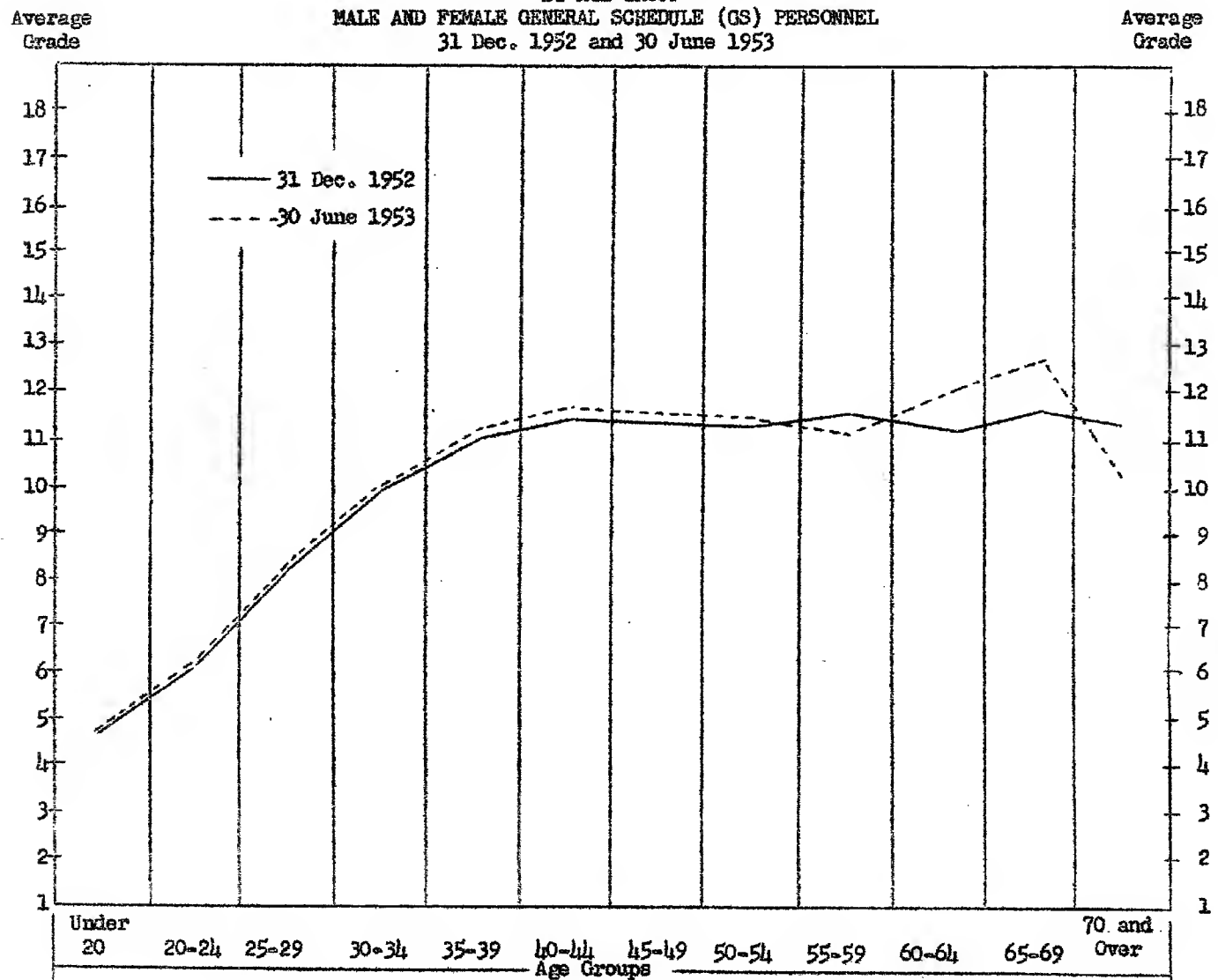
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CENTRAL INTELLIGENCE AGENCY
COMPARISON OF AVERAGE GRADE
BY AGE GROUP

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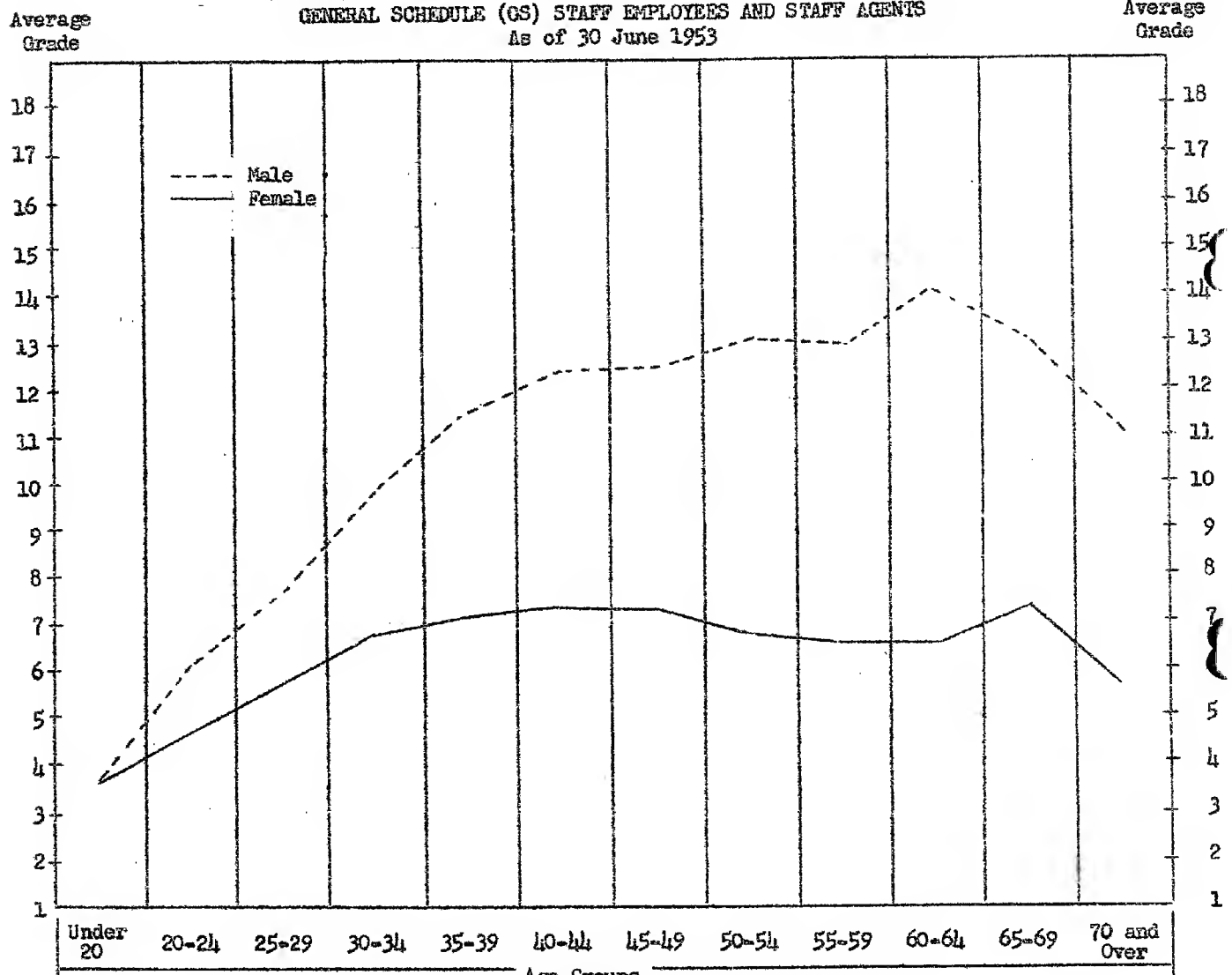
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CENTRAL INTELLIGENCE AGENCY

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COMPARISON OF AVERAGE GRADE BY AGE GROUPS OF MALE AND FEMALE
GENERAL SCHEDULE (GS) STAFF EMPLOYEES AND STAFF AGENTS
As of 30 June 1953



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TAB C
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REPORT OF THE COMMITTEE ON PROFESSIONAL WOMEN
IN THE OVERT COMPONENTS OF CIA

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REPORT OF THE COMMITTEE ON PROFESSIONAL
WOMEN IN THE OVERT OFFICES

SECTION I. INTRODUCTION

A. Objective

The Committee on Professional Women was established to study the utilization and career opportunities for women in the overt components of the Agency which include the Offices of the Deputy Director (Administration), the Deputy Director (Intelligence), the Director of Training, and the Assistant Director (Communications). The covert elements in these Offices are not included in this Committee's report.

B. Definitions

1. The term "professional" includes all persons on duty on or about 1 September 1953 who are listed on the T/O as "Officers" or who hold positions of equivalent stature such as engineers, librarians, laboratory technicians, etc. Consultants, military personnel and semi-professional personnel have not been included in this report.
2. Professional positions have been grouped into 20 categories for the purpose of this study. (See Exhibit A for definitions of these categories.)
3. Data presented are arranged in tables to show utilization and grade levels (1) by category or field of work, and (2) by organizational component. Grade studies are based on actual grades held, not on the T/O grade authorized. Figures on median grades and recent recruitment trends are based on machine listings furnished by the Office of Personnel. All other tabulations were recorded manually by committee members. (See Exhibit B for tabulations by office.)

C. Summary

1. The statistics presented in this report show that there are many types of professional positions in CIA which are filled by women. Women hold positions in all the general categories outlined in this study with the exception of Legal and Executive, and, in some cases, have attained the grade of GS-14.

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2. On the basis of the above information one might assume that women have adequate opportunity to undertake and to progress in a career in CIA. However, the statistics show that:

- (a) The percentage of women employed is much greater in some fields than others,
- (b) The grades held by women are generally lower than the grades held by men in the same categories of jobs, and
- (c) Only a few women have advanced to jobs of executive responsibility at the Branch Chief level.

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SECTION II. FINDINGS

A. Statistical

1. General Utilization of Professional Women

a. In the overt offices women occupy an average of 21% of all professional positions which are filled. Approximately [REDACTED] persons are employed in such positions, [REDACTED] (79%) of whom are men, and [REDACTED] (21%) are women.

25X9

25X9

25X9

b. In the following fields women are employed in more than 21% of the professional jobs:

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Category

Library
Statistics
Medical
Editing & Publishing
Analysis (Info. Control)
Translation
Graphics

c. In the following fields of the professional jobs:

Category

Analysis (Research)
Training Specialization
Executive Support
Administrative Support
Operations
JOT Program
Analysis (Current Reports)
Technical
Liaison
Communications Spec.
Executive
Legal

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d. Offices which employ women in more than 21% of their professional positions are the following:

Office

OCD
OCI
D/DD/I
ORR
OO
OTR
O/DCI & IG
OSI
ONE
O/DD/A
Medical



25X9

e. Offices which employ women in less than 21% of their professional positions:

Office

Audit
Personnel
Comptroller
General Services
Logistics
Communications
Security
General Counsel
OEC



25X9

2. Grades and Levels of Responsibility Attained by Women

a. In a few fields women hold grades above the GS-12 level, but only in the professional category of Statistics have they advanced to the grades attained by men.

b. The following table shows the range of grades held by men and women in each of the fields where women occupy more than 21% of the professional jobs.

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25X9

Grade

15 & above
14
13
12
11
10
9
8
7



(These figures include non-professional and covert personnel.)

4. Summary

a. Women occupy an average of 21% of all professional positions, and are utilized to some degree in 17 of the 19 professional categories listed in this report. Women, however, occupy less than 21% of the professional positions in 12 of the categories.

b. Eleven of the 20 offices studied have women working in more than 21% of their professional jobs. The other nine offices have placed them in less than 21% of their professional jobs.

c. It has been possible for women in some fields of work to progress to the GS-14 level. In all but one category, however, the highest grades held by women are one to four grades lower than the highest grades held by men.

d. In the offices studied, the median grade for women in professional jobs is, on the average, three grades lower than the median for men.

e. Women occupy relatively few positions with line authority at the Branch Chief level and none above the Branch Chief level.

f. Trends in employment during recent months indicate that only a small percentage of women are being hired for professional jobs. The entrance grade for most of these women is GS-7.

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B. Career Opportunities for Women

1. The number of women employed in the categories Library, Statistics, Medical, Editing and Publishing, Information Control Analysis, Translation and Graphics indicates that women have been given considerable career opportunities in these fields.

2. While the Committee has not attempted to analyze fully the reasons for women's limited opportunities in certain other fields of employment, some discussion of the apparent limitations in 12 categories is presented below:

Administrative Support - Women are usually considered to be well suited for positions in this field. This has been found to be true in both government and industry. Therefore, it is justifiable to inquire why such positions in CIA are filled by a small percentage of women. This question is particularly applicable to the components of the DD/A where the majority of such positions are located.

Executive and Executive Support - The lack of women in these categories indicates that the Agency has not yet accepted women for managerial and policy-level positions. It may be that not many women in CIA are sufficiently qualified for such jobs in the Agency. During the last several years, it is doubtful that many women were hired because of their potential executive ability. However, it is probable that, as the limitations on career opportunities for women diminish, more women will be considered capable of filling these positions.

Analysis (Research) and Analysis (Current Reports) - It is possible that the percentage of women in these fields is low because more men have experience and background in business and industry. However, the fact that 172 women are employed in these fields indicates that additional opportunities could develop for them in the future.

Training - The percentage of women is low in this category because of the many training positions in the specialized field of communications for which few women are technically trained.

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Liaison - Many of the Agency's liaison positions require contacts at all levels with other government departments. Only one woman is in this category in CIA. In defense of this fact, the statement has been made that "Women liaison officers, in general, could not deal as effectively as men with their male counterparts in other Agencies." However, since other government departments have women employees who are performing successfully in such positions, it is very likely that CIA also could find women who would be able to do so.

Legal - Since there are now many women in the legal profession, it seems possible that some capable women lawyers might be employed in the Office of the General Counsel.

Communications Specialization, Technical, and Operations - Although men are more apt to be interested in and trained for positions in these categories, the fact that a few women have proven to be competent in such positions should open the field to a greater number of them.

JOT Program - The fact that few women are being selected for the Junior Officer Trainee Program is no doubt due to the difficulties experienced in placing them in jobs with sufficient career possibilities. Some Offices are reluctant to accept women JOT not only because of the possible risk of losing them after a long period of training and rotation, but also for the traditional reasons advanced against hiring women.

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SECTION III. RECOMMENDATIONS

To increase opportunities for women in the Agency, it is recommended:

- A. That the DCI issue a policy statement to encourage maximum utilization of women in the Agency.
- B. That the DD/A establish a procedure for
 - 1. the review of all formal and informal recruitment requests which state that male applicants are desired, and
 - 2. corrective action when the preference is not justified.
- C. That the Personnel Office, in the process of filling vacancies be authorized to establish a more positive program for finding qualified and deserving candidates in the Agency before conducting outside recruitment.

(The Committee recognizes that this recommendation affects men as well as women, but, as a result of this study, it has been impressed with the need for such a program.)
- D. That Agency officials be encouraged
 - 1. to consider more women for positions in the following categories: Administrative Support, Analysis (Research and Current Reports) and Liaison, and
 - 2. to give women equal consideration when filling positions of responsibility at all grade levels.

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EXHIBIT A

DEFINITIONS OF THE CATEGORIES USED IN THIS STUDY

ADMINISTRATIVE SUPPORT - Officers in budget, personnel, security, and supply, organization and methods, and similar administrative positions.

ANALYSIS - (Current Reports) - Analysts who compile current reports.

ANALYSIS - (Information Control) - Requirements Officers, and analysts engaged in screening, coding or disseminating documents.

ANALYSIS - (Research) - Analysts whose research requires area or specialization.

COMMUNICATIONS - Officers engaged in any phase of communications or editing and publishing - Intelligence Officers engaged in editing and publishing of CIA publications for internal or external distribution.

EXECUTIVE - Deputy and Assistant Directors, their deputies and others of equivalent rank.

EXECUTIVE SUPPORT - Executive officers, special assistants, advisors, planning staffs.

GRAPHICS - Intelligence Officers engaged in any of the graphic arts such as cartographers, illustrators, draftsman, etc.

JOT - Junior Officer Trainees

LIAISON - Officers engaged in contact work with other government agencies or other CIA components.

LEGAL - Officers furnishing legal support for the CIA and CIA employees.

LIBRARY - Librarians and archivists.

MEDICAL - Doctors, nurses, psychiatrists furnishing medical support to the CIA.

OPERATIONS - Case officers, field contact officers.

STATISTICS - Officers engaged in compilation and analysis of statistical data.

TECHNICAL - Officers with technical skills not elsewhere listed such as architects, engineers, etc.

TRAINING SPECIALIZATION - Officers engaged in training and orientation of CIA employees.

TRANSLATION - Officers engaged in translation of foreign language or

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TAB D

REPORT OF THE COMMITTEE ON WOMEN
IN THE COVERT OFFICES OF CIA

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REPORT OF THE COMMITTEE ON WOMEN IN THE COVERT OFFICES OF CIA

I. INTRODUCTION

From the beginning of its study of women in CIA, the Panel on Career Service for Women recognized that the situation of women in the covert offices of the Agency was different in many ways from that of other groups of women employees. One section of the panel, known as the Field Committee, undertook the study of the position of women employees overseas representing all offices of the Agency. The Committee's investigations showed that, since most women overseas were in the Office of the Deputy Director (Plans), their situation could not be properly considered apart from their Headquarters contingent. As a result, the committee directed its investigation toward both Headquarters and overseas women personnel in the covert sectors.

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_____ were excluded, however, because it appeared that their situation and problems were closer to those of Headquarters than of overseas groups and of overt rather than covert personnel.

The purpose of the study was to learn where women were serving in the covert offices, in what categories of employment (professional or clerical, specific professional groups), how they were distributed in Headquarters and overseas, their grade levels, and their status compared with that of men in similar assignments. The ultimate objective was to show where women were being successfully used and to indicate places where they might make additional contributions to the Agency.

A. Summary of Findings

A consideration of the covert elements of the Agency along these lines shows that women are employed both overseas and at Headquarters in all types of work, both professional and clerical. The greatest number of women are in the clerical categories, and the grade most commonly held is GS-5. There are, however, women in all categories of professional jobs, with the largest number in operations and the next largest numbers in analysis (information control, research, and reports). In clerical categories, as elsewhere in the Agency, the number of women greatly exceeds the number of men employees; in all professional categories, the

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number and percent of men is much larger. Men also exceed women in number and by percent in both Headquarters and overseas assignments, but the proportion of women to men is much smaller overseas (at Headquarters 45 percent of employees are women, overseas only 28 percent).

There are several professional categories in which the percentage of women is very small. Of these, administrative support, training, liaison, and translation appear to include fewer women than might be usefully assigned. Women are serving throughout the world; there are few overseas stations which have no women. Women personnel in small field stations are almost entirely clerical, however, and women in operational positions are assigned to the smaller stations only infrequently. Both overseas and at Headquarters women occupy few executive positions, and only two (overseas) are in a higher position than section chief.

B. Basis and Method of the Study

The groups considered include covert offices and overseas personnel, as follows:

The DD/P organization, both Headquarters and overseas, but excluding special projects and their installations. TRS, as the clandestine portion of the Office of Training. Overseas elements of the Office of the Comptroller and the Office of Communications.

The unvouchered funds sections of the Logistics Office.

██████████ overseas field personnel under the Office of Operations (overt).

Overseas elements of Headquarters offices are usually attached to DD/P installations overseas and function there as part of the DD/P organization. They have not, therefore, been considered separately from DD/P personnel, and since, upon returning to Headquarters, they normally revert to their own components, no consideration has been given to their Headquarters status. Such overseas elements are of relatively small numbers, as is ██████████ the DD/P complex includes by far the greatest number of overseas personnel and consequently has received the major emphasis.

The figures used in this study were compiled manually from DD/P and other files, since no machine figures could be obtained which distinguished between field and Headquarters personnel. Because the compilation was made over the period of about a month, during which time there was some reassignment of slots within the DD/P and a transfer of

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communication slots from the DD/P overseas to the Office of Communications, there are some variations in comprehensiveness of figures from division to division, according to the stage of the transfer when the records were checked. The general percentages between field and Headquarters and between men and women, however, appear to be little affected by these discrepancies on the general level.

Figures relate solely to positions actually held and to the grade rating of the holder; vacancies and differences between slot rating and actual rating have not been recorded. Military personnel, where they are assigned to regular non-military slots, have been counted as holding the rating of the slot, since there appears to be no consistency in equating military rank with slot rating. Military personnel in purely military positions and military slots have not been included. The large project complexes and installations of specialized nature have also been omitted, because their employment situation depends too much upon the requirements of the project to be typical of overseas installations. Most such establishments, of military or para-military type, are composed almost entirely of men, the only women employees being a very small number of clerical personnel.

Analysis of personnel positions has been made in two ways: by grade, showing number and percentage of men and of women, and by general categories of work, showing numbers, grade ranges, and numbers in each grade within the range for each category of both men and women, and percentages of men and of women in each category. Each of these sets of figures is divided again between headquarters and field. In addition, over-all tabulations have been made of the total number of personnel in each category and in each grade and the percentages of men and women and of both groups in headquarters and overseas.

The general categories of employment have been considered in three major groups under the following headings:

Professional — Executive, Executive Support, Administrative Support, Analysis, Operations, Editing and Publishing, Graphics, Liaison, Statistics, Library, Training, Translation, Technical, Communications, Medical.

Supervisory

Clerical — Clerical, Machine Operators.

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Definitions of the positions included under each category appear in Exhibit A.

Tabulations of positions of covert personnel include presentation by division, staff, or office of the total personnel strength, the number and percent of men and women in each category and in each grade, at Headquarters and overseas; presentation by category of the number and percent of men and women at Headquarters and overseas; and an analysis of ID/P age and grade distribution of GS staff employees and staff agents on 30 June 1953. All tabulations except the last were prepared by the committee; the ID/P analysis was prepared by the Personnel Office.

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II. FINDINGS AND CONCLUSIONS

A. Statistical

1. The DD/P has been considered as the type office for examination, since it employs all but a small percent of the covert personnel of the Agency. Statistics from the Headquarters offices with overseas elements could not, because of their emphasis on Headquarters organization and the very small numbers of men and women employed in the field, be fairly counted in the covert offices. Figures of overseas employment from these offices have been tabulated, but percentages and most figures have been based only on the DD/P field and Headquarters. The figures from other offices produce no discrepancy in percentages of men and women in field assignments or in professional categories.

2. Of the [redacted] persons employed in the DD/P offices, 36 percent, or [redacted] are women. Of these, approximately 60 percent are in clerical positions and 18 percent in supervisory or intermediate categories, the remainder in professional categories. In geographic distribution, [redacted] or 41 percent, are overseas; they make up 21 percent of all overseas personnel.

3. The status and problems of women in the clerical and supervisory categories were studied by the Clerical Committee of the Women's Panel, and no great additions could be made to their findings with regard to covert employment. Position in the covert offices or overseas does not differentiate members of these categories from their counterparts in overt offices. It is noted that women in these categories are employed in almost all overseas offices and in many of the smaller stations (under five Agency personnel) in the field are the only women employees at the station. For these overseas women, Administrative Assistant is the classification generally held, but there are some classified as secretary-stenographer or intelligence assistant; the usual rating is GS-5 to GS-7.

4. The situation of professional women in Headquarters offices has been studied by the Professional Committee, and its findings apply to some extent to professional women in the covert offices, but there are some circumstances peculiar to the DD/P which must be considered separately. Professional status has been determined on the basis of job title and function rather than grade, since operations officers, translators, reports officers, training officers, and some other professional classifications include personnel rated as low as GS-5 and occasionally GS-4.

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The assignment of personnel to categories was entirely arbitrary. No consistency in classification and title exists between offices and divisions of the covert sector; categories had to be determined on the basis of position and responsibility rather than title.

5. The largest number of professional personnel appears in the operations category. Other professional groups are represented by relatively small numbers, particularly where functions and services (such as some aspects of finance and supply, statistical work, publication, libraries, and machine operations) are contributed to the covert offices by other components. Operations in fact contains more personnel than statistics indicate, since many officers in executive or executive support categories are actually operations officers. In the field these categories are composed largely of station and mission chiefs, their deputies and staff members, most of whom are operations officers with as much operational as executive function.

6. The largest professional category of women, including eight percent of all women employees in the DD/P, is operations. There are [REDACTED] women (15 percent of operations officers) in the category, the greater number in Headquarters; the percentage decreases sharply in the field:



Grade classifications in the operations category run from GS-5 to GS-17 for men and from GS-5 to GS-14 for women. Two women GS-14's are operations officers, although one, as a deputy chief of station, appears in the executive support category.

7. In the categories of executive support and administrative support, which show the next greatest concentrations of strength after operations, representation of women is proportionately even smaller. Only in the category of analysis, in all three of its sections, is there a greater percentage of women. With a few exceptions in operations and executive categories, this is the only category in which women hold administrative positions such as section chief, in either field or headquarters.

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Disposition of DD/P personnel in the geographic divisions, exclusive of the Headquarters staffs, is even more conclusive, for 66 percent of division personnel are in the field. Of field personnel, 72 percent are men. A further differentiation between men and women in the field is indicated by the fact that the commonest rating for men overseas is GS-9, for women GS-5. As noted above, women are stationed in almost all overseas installations, but the largest number of women overseas is in the clerical or supervisory category.

10. In the DD/P as in other offices, the number of men in higher grades is much greater than the number of women. The numbers and percent of men and women in grades of GS-7 and above is as follows:



11. The highest grade held by women is GS-14; there are five women of this rank in the DD/P, three in Headquarters and two in the field. The Headquarters women are in Analysis (Research), Executive Support, and Operations categories, the field personnel in Executive Support (actually operations) and Liaison categories. Women occupy few executive positions and nothing beyond section chief in Headquarters. In the field there are two station chiefs who are women, but the stations are small. In general the ranks held by women in field and Headquarters jobs tend to be lower than those held by men in similar positions.

12. Tabulations on which statements above are based are enclosed as the following exhibits:

Exhibit B: DD/P staffs and divisions, showing strength, number and percent of men and women at each grade level; and number and percent of men and women in each category; and the grade range for the category.

Exhibit C: Overseas elements of Headquarters offices (Comptroller, Communications, Logistics, FBIS), showing number of women employees in each category and grade ranges for women.

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Exhibit D: Summaries of number and percent of men and women in each category in the DD/P staffs and divisions.

Exhibit E: Analysis of DD/P age and grade distribution of GS staff employees and staff agents on 30 June 1953.

B. Observations.

13. Among covert personnel, women hold positions in all the professional categories, although their numbers are always small in comparison with the number of men. The highest concentration of women in the professional groups in the DD/P is in operations, which also has the heaviest concentration of men. After this, the greatest number of professional women is in the categories of analysis (Information Control, Research, and Reports), and in administrative and executive support. The proportions in these last two categories are much smaller than in the operations and analysis groups. It is principally in the analysis category that women have attained positions as section chiefs.

14. Geographic remoteness and difficulty of living conditions appear to present little obstruction to the stationing of women overseas. The fact that most women in small stations are administrative and clerical personnel and that few are operational even in the larger stations reflects a commonly expressed objection to women handling operations in the field. Assignment of women to field operations is limited by the necessity for CIA to conform to the customs and restrictions imposed by American organizations abroad which it uses for cover and support purposes; by local mores and attitudes in the foreign area which might hamper a woman in operations; by problems of plausible cover; and by situations in which women might not have access to intelligence objectives. In some covert offices, also, where the emphasis is on para-military activities, few women are qualified for operations work.

C. Career Opportunities

15. In view of the figures shown above and in the attached exhibits, it appears that the fields of analysis, operations, and administration offer the best possibilities for career advancement for women in covert offices. In the field of operations, the greater number of women is at Headquarters, with a much smaller number and a very much smaller percent in the field. This differential reflects the idea, held by some men in

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operational and executive positions, that women are not suited to participate actively or would not be professionally adequate in direct agent handling in the field, as well as in other details of field operations. That this idea is fallacious is shown by the successful operational careers of a number of women in various geographical areas and the general acceptance of women in the operational offices at Washington and field headquarters. In some types of operations and in some techniques, women have advantages over men and can be used more effectively. The field of operations offers numerous career possibilities to women with imagination, energy, and aggressiveness. Good operational personnel are always at a premium, and a woman with a flair in this subject is invaluable.

16. The analysis professions are often recognized in the operational sector as being particularly suited to women. They do not make the technical, physical, and professional demands of operations, and they offer openings for the utilization of research, editorial, and related skills in a field where men appear to feel less interest than in operations. Headquarters research and reports staffs at all levels contain many women, and reports work in the field is often handled by women. The reports and counterespionage sections have more women chiefs than any other category. Both reports and counterespionage offer excellent openings for advancement to executive positions and provide excellent background for women who wish to enter operational work.

17. Among categories in the covert offices in which women are not in great force but where more might be able to work are administrative support and executive support. Women of lower rating hold administrative positions such as administrative, personnel, or intelligence assistant, and there are possibilities for qualified women in higher ratings. More emphasis could be placed on selecting women for administrative support functions such as personnel counseling and welfare.

18. Professional fields in which few women are employed but where they might be of considerable value are translation, liaison, and training. There is little necessity for translators at Headquarters, but in the field where there is a constant need, more women might be employed. A factor in favor of women as translators is that men assigned to this work are often interrupted to assist with operational duties. Qualified women translators are available, and women might also be trained for this work through the Agency language programs. In liaison, although the statement is often made that American agencies will not accept women liaison officers, there are many examples of successful liaison activities conducted by women. In the field and operationally, women have some advantages in liaison with foreign services, where they usually receive more courteous treatment than may be thought necessary for men and are able to

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ask for information and occasions not always easy for men to obtain. The third field, training, could use more women in sectors in which women are specially qualified or numerous, such as reports, research, analysis, and some phases of operations, as well as in administration.

19. Because of physical considerations and technical requirements there will always be some fields in which few women will be qualified. This should not prevent the employment of women who are qualified and interested in such work. In communications, the reason for the small number of women employees usually cited is that few women have the technical background or the interest needed in the field. Many aspects of physical security positions, some aspects of training, and in the field some of supply handling and military and para-military operations, demand physical strength and professional experience few women possess.

20. It has been pointed out above that opportunities in some fields are much better for women at Headquarters than in the field. In the smaller field stations where official cover and other specifications affect the selection of CIA representatives, opportunities for women will probably always be relatively few in the operational field. In the larger stations under official cover and in the large field bases and missions, there is ample possibility for women to work in all phases of Agency activities. There are very few overseas CIA stations or missions with no women employees. It is not the unwillingness of women to travel or the inability to cope with foreign environments which limits the number of women employed in the field, as the large number of women employed overseas indicates.

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III. RECOMMENDATIONS

Many of the problems which face personnel in the covert offices are not strictly related to women but apply equally to men. There are, however, some circumstances which apply specifically or more generally to women. For many problems, such as headquarters-field rotation, relations between the covert offices and other components of the Agency in regard to rotation of personnel, and limitations of employment for women in covert offices, no adequate solution can be offered. Some recommendations are made, however, concerning specific factors affecting women in covert offices.

A. Assistance to Personnel Returning from Overseas.

It is recommended that some method be arranged by which personnel returning to Headquarters from overseas assignments may receive guidance for their future careers. Every returnee is faced with the problem of deciding whether to return to the field in his own or some other area, to remain in Headquarters in his own division or in some other division or staff, or to transfer into some component outside DD/P. Many returnees are unfamiliar with Headquarters organization, with the positions and types of work available, and with the possibilities of transferring into other DD/P offices or other components of the Agency. Most personnel returning from an assignment are offered little guidance or orientation, and unless there is an immediate demand for his particular ability, a returnee may go through a long period of uncertainty and discomfort before he finds a suitable position in Headquarters or decides to return to the field.

It is recommended, therefore, that some provision be made to enable returnees to receive information and guidance on positions available and to acquaint themselves with the general organization of Headquarters offices and components. Guidance service should include a discussion of the interests and abilities of the individual and where he might be most useful to the Agency, and also the training required and the special training available. Women returnees should also be allowed to offer any comments on field problems affecting women in the area from which they have come and suggestions for their solution.

The means of establishing such a Headquarters counselor for field personnel might be to place an officer in Central Processing or in each of the DD/P senior staffs. Such a counselor should be above the level of the geographical division but should work closely with personnel and

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placement offices of the divisions and staffs. The assignment of a counselor to a large base or mission to advise personnel abroad before they return to Headquarters might also be helpful.

On the Headquarters side, arrangements might be made to enable employees who are interested in overseas assignments to obtain information through a counselor on conditions and possibilities in various areas. Such a service might be an important factor in employee morale in informing employees in advance of the conditions they are likely to encounter and the adjustments they may have to make, as well as of the advantages and inducements in particular foreign assignments.

B. Opening of Opportunities to Women Through Training.

It is suggested that the opportunity available through training for entering or advancing in a professional field such as operations or analysis be publicized among women employees.

The courses now available in Training make it possible for Agency personnel to acquire background knowledge and professional training in all lines of Agency activities. According to the present practices, covert personnel are entered in training courses on the basis of their positions and job assignments. If an employee wishes to change his assignment and to take instruction in some other field, he must both pass an assessment for aptitude in the new line and receive the approval of his branch chief for the course he wishes. This possibility of entering operational, reporting, CE and other types of work is open to men and women alike.

It is suggested that this means of improving professional status be made clear to women employees, particularly in the lower professional and intermediate categories, either through counseling or through a public information program within the covert offices. It is further suggested that women who apply for such courses should, if their assessment is favorable, be given the approval of their branch chiefs for taking the course, and that if they show ability in the course and pass it successfully, some provision be made for assigning them to a new job in the line of the study undertaken.

C. Recognition of Women's Achievement.

It is recommended that more recognition be given, through higher ratings or assignment to executive positions, to women who have shown outstanding ability and achievement.

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A few women in the covert offices of the Agency have attained ratings of GS-14, and a few more of GS-13. The proportion is still very small in comparison with the number of men holding these and higher ratings. Moreover, as Agency records show, women usually hold ratings one to three grades lower than those of men in comparable positions.

In considering employees for new ratings and promotions, attention is sometimes given to external factors such as the economic obligations of the candidate. Men with families and housing commitments may receive preference partly on the basis of their need for the money. It is suggested that, in determining position ratings and promotions, the only factors which should be considered are the work done and the qualifications of the individual. Women who are well qualified and experienced should receive the same ratings and promotion opportunities as men of comparable background, experience, and job performance.

A statement which has been made at various times by men in different offices is: "Ask her. She isn't the chief of the section, but she is the one who knows about it." It is suggested that when a woman is acknowledged to be an authority in her position she should receive more than this type of unofficial recognition of her abilities, either in terms of executive position such as section chief or in higher job rating, or in both.

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EXHIBIT A

Survey of Work, with Definitions

Professional

Executive: Chiefs of offices and divisions and their deputies, and chiefs of principal overseas stations and missions and their deputies.

Executive Support: Executive officers in offices, divisions, and principal overseas stations, and principal officers in senior staffs serving each of these.

Administrative Support: Officers and higher grade subordinates in administration, personnel, budget, security, property and supply, and related functions.

Analysis (a) (Information Control): Officers dealing with requirements, document controls, and analysis.

Analysis (b) (Research): Officers dealing with research in special lines, including Counter-Espionage Officers.

Analysis (c) and (d) (Reports): Officers dealing with the preparation and issuance of reports, including daily summaries and both internal and external disseminations.

Operations: Case officers classified as both Operations Officers and Intelligence Officers (Operations) or in similar categories whose principal function is operations, whether in a staff or directional or field contact capacity.

Editing and Publishing: Intelligence Officers concerned with publication of externally distributed material.

Graphics: Personnel engaged in any graphic art.

Liaison: Officers engaged in contact work with Agency components, with other government agencies, and with foreign services.

Statistics: Officers engaged in compilation and analysis of statistical data.

Library: Librarians.

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Training: Personnel assigned to training of Agency personnel or foreign employees and agents.

Translation: Personnel engaged in translating and interpreting foreign language material and assisting in operations.

Technical: Officers concerned with technical aspects of operations and with technical maintenance functions.

Communications: Officers concerned with any phase of communications services.

Medical: Doctors and medical technicians.

~~Summary~~

Administrative support personnel, including assistants in finance, personnel, security, supply, and administration; clerical and machine operations supervisors; and intelligence and operational assistants.

~~Clerical~~

Clerical: Secretaries, secretary-stenographers, clerk-typists, and clerks in all fields, regardless of individual classification.

Machine Operators.

TAB

EXHIBIT B

DD/P STAFFS AND DIVISIONS

Showing strength; number and percent of women and men at each grade level; number and percent of women and men in each category; and the grade range within the category.

Staffs (Headquarters Only)

FI
PP
PM
TSS
TRS

Divisions (Headquarters and Field)

EE
FE
NE
SE
SR
WE
WH

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EXHIBIT C

OVERSEAS ELEMENTS OF HEADQUARTERS OFFICES

Showing number of women employees in each category and
grade ranges for women.

Communications
Comptroller
Logistics
Office of Operations

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EXHIBIT D

DD/P SUMMARIES

Total Personnel, Men and Women, by Staff and Division
(field and headquarters, with percentages)

Total Personnel, Men and Women, in the Largest Categories

Total Personnel, by Grade, Field and Headquarters, with
percentages

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EXHIBIT E

**ANALYSIS OF DD/P AGE AND GRADE DISTRIBUTION
OF GS STAFF EMPLOYEES AND STAFF AGENTS ON
30 JUNE 1953**

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ANALYSIS OF CIA AGE AND GRADE DISTRIBUTION OF GS STAFF EMPLOYEES AND STAFF AGENTS ON 30 JUNE 1953

1. GENERAL

An age and grade survey was conducted of CIS GS personnel on duty as of 30 June 1953. The total assigned personnel strength and that portion falling within the purview of this survey are as follows:

Total Staff Employees and Staff Agents
GS Personnel Included in Survey..
Personnel not Included in Survey.
CPO Personnel.....
Wage Board Personnel.....
Other (P.L. Appointments)....



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2. AGE AND GRADE DISTRIBUTION OF GS PERSONNEL ON DUTY 30 JUNE 1953

- a. AGE. The average age of the [redacted] personnel surveyed is 33.5 years. Approximately 64.3% are under 35 years of age, 29.7% between the ages of 35 and 49, and 6.0% are 50 years of age or over.
- b. GRADE. The average grade of the [redacted] personnel surveyed is the equivalent of GS-8.3. Approximately 21.7% are GS-12 or above, 45.3% range between GS-7 and GS-11, and 33.0% fall into the GS-6 and below category.

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(For a more detailed breakdown of age and grade distribution, see Tables 4 and 5 and the corresponding graphic representations, charts C-1 and C-2.)

3. COMPARISON OF AGE AND GRADE DISTRIBUTION OF GS PERSONNEL ON DUTY 30 JUNE

- a. The [redacted] personnel surveyed have an average grade of 8.3 and their average age is 33.5 years. Personnel under 20 years of age have an average grade of 3.6, while the highest average grade is 11.7 for ages 65 through 69, and 9.5 is the average grade of age 70 and over.
- b. Ages of GS personnel range from 17 through 77 years. Ages for GS-18 personnel range from 37-65 years, GS-17 from 37-64 years, GS-16 from 34-64 years, GS-15 personnel from 30-76 years, and GS-14 personnel range from 29 through 70 years.

(For a more detailed breakdown of age and grade comparisons, see Table 1 and the corresponding graphic representations on Charts C-1 and C-2.)

4. AGE AND GRADE COMPARISONS AND CHANGES BETWEEN 31 DEC 1952 AND 30 JUNE 1953

- a. The average grade for GS personnel was 8.0 on 31 Dec 1952 and 8.3 on 30 June 1953 representing an increase of approximately 3.8% during the 6-month period. The largest grade increase is indicated in the 65-69 age group with an increase of 10.4%, while there was a decrease of 3.4% in the 55-59 age group and 2.7% in the age 70 and over age group.

3. The average age was 33.6 years on 30 June 1953 compared to 32.6 years on 31 December 1952 representing an increase of 2.8% during the 6-month period.

(For additional comparisons between the age and grade distributions between the two periods, see Charts C-1 and C-2.)

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TAB E

REPORT OF THE COMMITTEE ON CLERICAL EMPLOYEES
IN THE OVERT AND COVERT OFFICES OF CIA

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REPORT OF THE COMMITTEE ON CLERICAL EMPLOYEES
IN THE OVERT AND COVERT OFFICES OF CIA

I. INTRODUCTION

- A. Objective: This report is concerned with the utilization of and career opportunities for women in the clerical and intermediate groups in CIA. It covers headquarters and field employees in the overt and covert components of the Agency. To maintain uniformity with the other subcommittees' reports, overt and covert statistics are presented separately.
- B. Definitions: In its study, the Committee on Clerical Employees has considered two groups of employees. One, (hereafter designated as the "intermediate" group) is composed of persons having specialized skills, such as Radio Operator or apprentices; Personnel Assistant, as opposed to the professional or journeyman Personnel Officer; and supervisors of clerical operations. The other, (hereafter referred to as "clerical") is composed of persons having skills with office machines and procedures. This latter group includes stenographers, typists, clerks of all kinds, machine operators (e.g., Tabulating Equipment Operator), telephone operators, receptionists, etc.

It has been found that this breakdown, in the main, holds good insofar as grade ranges are concerned. The intermediate group ranges in grade from GS-5 through GS-9, with a few supervisors of highly specialized skills going as high as GS-14. The clerical group in general ranges from GS-3 through GS-6, with a few secretarial positions in "front" or headquarters offices going as high as GS-9. For purposes of this report, wage board employees, CPC's, consultants, staff agents, and military personnel on active duty assigned to the Agency, have been omitted.

Within these two categories the Committee has tried to consider the distribution of men and women in each group and the comparative grade ranges of men and women in these groups.

C. Summary

In brief, this Committee can generalize that for reasons not yet established, the proportion of men to women reverses sharply as the level of responsibility increases, and that in certain categories the grade range as it exists at the present time is more favorable to men than to women.

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Secondly, it has become obvious that certain problems exist for all personnel, whether men or women. The major ones are a high rate of turnover and the related problem of insufficient integration of clericals into the work of the Agency.

II. FINDINGS

- A. Statistical: In presenting these figures, the Committee recognizes that they represent a purely static picture of the Agency, and that the factor of movement, either by appointment or promotion into a given category or level of responsibility, cannot be portrayed. Further studies in comparison of qualifications vs. grade for men and women and of time in grade before promotion for both will be necessary before a complete analysis can be attempted. The Committee was unable to perform these studies, since Agency records are not at present maintained in a form from which the material can be easily extracted in the time allotted for this project.

1. Overt Offices: Among the [REDACTED] employees in the overt Offices of the Agency, the distribution of men to women is as follows:

Clerical GS 3-6
Intermediate GS 6-9
Professional GS-4 through
 supergrades



The intermediate group must be regarded both as an eminence to which clerical employees can aspire, and as a training ground for professional ranks.

The percentage change in the men/women ratio from the Assistant to the Professional level is of particular interest in the following categories:

	<u>Assistants</u>		<u>Professionals</u>	
	percent		percent	
	men	women	men	women
Analysis	19%	81%	77%	23%
Edit & Pub	30%	70%	63%	37%
Admin Support	58%	42%	87%	13%

In Editing and Publishing Assistant and in Administrative Support Assistant the beginning grade for men and women is the same. In all other categories where women are employed, the beginning grade for men is one to two grades higher.

In the Library Assistant category, the highest grade is held by a woman, and in Editing and Publishing Assistant, the top grades are the same. In all other categories in which women are employed, the highest grade held by a man is one to three grades higher than that held by a woman.

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

It may be noted that in two of the above categories of intermediates, Budget Assistant, headquarters, and Personnel Assistant, field, the grade ranges for men, both minimum and maximum, are one to two grades higher than those for women.

- B. Observations: Any agency or organization is dependent on its clerical force for efficient operation. Since the clerical force in this Agency is composed primarily of women, the Panel felt that a study should be made of clerical problems, apart from the question of discrimination.

As stated above, certain problems exist for all clerical personnel whether man or woman. The major ones are a high rate of turnover and the related problem of insufficient integration of clericals into the work of the Agency. The Committee was able to gather only fragmentary statistics in the course of its study of these problems. However, on the basis of a study of exit interviews for personnel in grades GS 3-9 from 1 January 1953 to 1 September 1953, and a relatively wide range of individual Committee contacts throughout the Agency and its collective experience in the Agency, a general picture of these problems has been developed.

Although figures of those leaving over an 8-month period cannot be accurately compared with the on-duty strength of an organization at any one time, an approximate percentage may be obtained of the turnover. A study of the exit interviews revealed the following:

	Overall	Men	Women
Total number of cases			
Total Agency strength in the grade ranges under study as of 30 June 1953			

The approximate turnover rate was 12%. Of those leaving, 31% were men, and 69% women, although the proportion of men to women on duty in the Agency in this grade range was 45% to 55%. Surprisingly enough, however, of the three major categories among the reasons given for leaving, by far the largest was "other job," which accounted for  resignations. The next, as was to be expected in this group, was "marriage" with , but the third, apparently related to the first, was "dissatisfied," with . It is recognized that no statistics on reasons for resignation can be relied on for absolute validity. The individuals concerned frequently fail to give the true reason and often there are many factors contributing to the decision to go. At most these figures suggest a relatively large group of "dissatisfied" clerical and intermediate employees, some of whom have resigned.

Through the Committee's individual contacts, spot interviews, and collective experience in the Agency, however, slightly more revealing though still generalized problems were developed.

1. Misconceptions, wild rumors and a feeling of being a nameless cipher develop in the Interim Assignment Branch, despite the best efforts of those in charge, and are frequently perpetuated due to

2. lack of orientation for the individual clerk on his or her permanent assignment. Office practices in this vary with the sophistication of the individual supervisor but the frequency with which this complaint is heard suggests that it is a relatively widespread difficulty.

3. Inconsistencies in hiring and promotional practices which the individual clerk discovers both in the IAB and upon permanent assignment create discontent.

4. Nonutilization on the job of skills acquired previously looms large as a cause of dissatisfaction. Stenographers lose their speed, potentially able clerks are frequently not given the opportunity to assume the responsibility of which they are capable, and little if any systematic effort is made to move the able ones from the clerical group to the intermediate group or from the intermediate group to the professional group. The natural desire of the office to retain a good clerical employee, particularly in view of the difficulties involved in getting a replacement, is understandable to the bystander but not particularly comforting to the clerk.

5. Inherent in all these problems and frequently voiced is the feeling on the part of many clerical employees that they are not handled as individuals. It is expressed in different ways: "You have to throw a fit or resign to get any attention," "You're treated like a cipher," "There's such a gulf between the clericals and professionals."

III. RECOMMENDATIONS

It is recognized that there is traditionally a large turnover among clerical employees for reasons beyond the control of the Agency (such as marriage or pregnancy), and that the Agency's investment in a clerical employee is a minor one when compared with that in a professional. It is also recognized that efforts have been and are being made to overcome many of the problems arising in the clerical and intermediate groups. However, an organization as demanding security-wise of its employees as CIA, and depending on college graduates for as much as 25 percent of its clerical labor supply, should offer unusual rewards, not necessarily in money but in esprit de corps for its employees. Therefore, the following recommendations are made:

- A. The Career Service Board place greater emphasis on the clerical and intermediate groups of employees by designating individuals of the existing boards specifically to consider these problems in order to:
 1. provide for progression, when an individual is qualified, from the clerical to intermediate and on to the professional group. It is pointed out that this is the Agency's least expensive source for assistants and junior professionals, and
 2. provide for advancement within the clerical group - further utilizing qualified employees from any part of the Agency for filling the higher clerical positions and further utilizing the training facilities of the Agency as to allow an individual employee to develop additional skills benefiting his personal career.
- B. In each organizational unit one individual should be specifically designated and given publicity to handle clerical problems which for one reason or another cannot be taken up with the supervisor or have been disallowed by him. (This would vary with the size of the unit, e.g., a relatively small office would need only one whereas some of the larger Divisions might need one for each Branch.)
- C. Appoint a counsellor to the Interim Assignment Branch who is a mature individual indoctrinated in all facets of the operations of the Agency with authority and ability to handle personnel problems. This might alleviate the confusions generated during the holding operation. In itself the problem of rumors about [REDACTED] would require an Agency veteran to reconcile the Agency's security demands with the limited comprehension of a brand-new high school graduate.

- D. Further effort on the part of Agency components to find suitable and valid work for clerks, typists, and stenographers during their tour in IAB should be rewarding to both participants.
- E. Supervisors provide further orientation for new employees at the section or unit level. An incoming employee automatically receives indoctrination in the Agency, its overall functions and component parts. However, too often, particularly in the groups covered by this report, there are employees who have been told only what their specific duties are, and have not been given any conception of the mission and function of the unit and the part it plays in the overall functioning of the Office. An initial introduction with further explanations when the employee's initial confusions have been dissipated would pay dividends.
- F. Additional studies be made which this committee was unable to undertake, but which would be of value in determination of possible Agency discrimination against women and in clarification of clerical problems in general:
 - 1. Qualifications vs. grades in various categories.
 - 2. Time-in-grade for men and women by categories or types of positions.
 - 3. Additional studies in turn-over rates by categories, types of work or grade ranges, rather than the Agency-wide figure now in use.

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The attached exhibits are:

- Exhibit A: Tables giving the distribution in agency components of men and women in the various types of positions in the Intermediate and Clerical groups.
- Exhibit B: Table giving the number of men and women in the Intermediate and Clerical Group in each of the agency components.
- Exhibit C: Comments obtained through personal interviews.
- Exhibit D: Position Progression Chart.

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COMMENTS OBTAINED THROUGH PERSONAL INTERVIEWS

The following comments represent a condensation of conversations held with agency offices. It is realized that some of the points represent individual bias, and accordingly have not been considered in the text of the report.

Factors that have contributed to the clerical problem are:

1. Lack of consistency in promotion policy from office to office, especially in lower grades. For example, the required time in grade for promotion from GS-4 to GS-5 varies from 3 to 12 months.
2. Improper supervision of new clericals:
 - a. the individuals role in the unit or section is not clearly explained - nor is the role of the unit in the Office.
 - b. When potential exists, there is too little recognition, or attempt to increase responsibility of clerk.
3. Personnel attempts to recruit the best of the best, therefore they do take women college graduates for clerical assignments - leading to a problem when the individual sees no opportunity for advancement either in responsibility or grade.
4. Somewhat disillusioned attitude with which a new employee faces first job after long wait, security processing and IAB.

New clerical personnel upon entering the Agency frequently spend from one to three months in the Interim Assignment Branch while awaiting final clearance. Many of the problems which plague them at this time are those inherent in a holding operation. Others are those associated with security requirements and with a large and compartmentalized organization. Regardless of the justice of these complaints, however, spot checks show that their existence frequently sets up undesirable attitudes which carry over into their permanent assignments. The most frequently heard of these complaints are:

1. Irregularities in hiring practices. GS-3's see GS-4's and GS-5's entering on duty with experience or qualifications which are apparently exactly comparable to their own.

Security Information

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Security Information

2. Treatment of clerical personnel as ciphers. "You have to throw a fit or resign to get any attention".
3. Horror stories about "Building 13" and about long delays before final clearance.
4. Lack of Agency-sponsored recreational activities, assistance in housing, limited medical service and assistance in personal problems.

Permanent assignments eliminate the security problem, but introduces certain other complaints in addition to the ones already established.

5. Non-utilization of special skills such as typing and short-hand, and monotonous work.
6. Refusal by the supervisor to release when a transfer is requested whether for promotional purposes, because of personality clashes, or general dissatisfaction with working conditions.
7. The gulf between clerical and professional personnel.

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POSITION PROGRESSION CHART

Clerk	Sub-Pro	Pro
Editorial Clerk	Supervisory	Writer or Editor
Information Clerk	Specialist (0010.08)	Officer
Pictorial Research Clerk	Supervisory	Visual Info Officer
		Translator
		Interpreter
		Physical Security
		Economist
		Intelligence Officer (GS-5 and up)
		Ops. Officer
Personnel	Personnel Asst. (0201.02) (GS-5,6)	Personnel Officer (GS-7 and up)
Appointment Clerk	Qualifications rating Clerk (0213.01)	Qualifications Rating Examiner
Test Rating Examiner		Rating Examiner
		Personnel Mgt Tech
		Career Mgt Officer
		Position classifier
		Employee Counselor
Retirement Clerk		
Admin Clerk (GS-6)	Admin. Asst. (0301.02) GS-7,8,9)	Admin. Off.(GS-10 and up)
Clerk (thru GS-6)		

EX
D

Security Information

Info Cont Clk (thru GS-6)	Info Cont Asst (0301.43) (thru GS-6)	Info Cont Officer
Intell. Clerk (thru GS-6)	Intell. Assistant (0301.50)	
Insurance Clerk (thru GS-6)	Insurance & Bonding Asst. (0301.56) (GS-7 and up)	
	Security Asst. (0301.70)	Security Officer
		Registrar (GS-7 and up)
Info. Receptionist (0304.01)		
Voucher Examiner (0540.01)		
		Records Analyst (0306.01)
Fiscal Account Clk.(thru GS-6)		Fiscal Acctnt.(0501.03) (GS-7 and up)
Property Acctg. Clk. (thru GS-6)		Property Acctnt.(0501.03) (GS-7 and up)
Cash Acctng. Clk.	Cash Acctng. Asst. (0530.05)	Cash Acctng Officer
	Claims Examiner (0961.01)	
	Law Clerk (0936.01)	
Freight Traffic Clerk		Freight Traffic Officer
Traffic Clerk		Traffic Officer
Passenger Traffic Clk.(thru GS-6)		Passenger Traffic Officer (GS-7 and up)
	Library Asst. (1411.01)	Librarian
Archives Clk. (thru GS-6)	Archives Asst. (1421.01)	Archivist
Statistical Clk.(thru GS-6)	Statistical Asst. (1531.01)	Stat.Off.(GS-10 and up)
Crypt Clk (thru GS-6)	Crypt Asst (1542.01) (GS-5 and up)	Cryptographer

Security Information

Supply Clk (thru GS-6)

Supply Officer
(GS-7 and up)

Procurement Clk (thru GS-6)

Procurement Officer

P & S Clerk

P & S Supervisor

P & S Officer

TAB F

REPORT ON EXIT INTERVIEWS

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B. Observations

1. There was more turnover among women than among men.
2. The largest turnover occurred in the GS-3 to GS-5 group and women constituted 87% of this group.
3. Marriage, pregnancy, and family responsibility (i.e. husband and children) rated 2nd, 4th, and 5th in reasons for leaving. ("To take other job" was 1st and "dissatisfied with job" was 3rd.)
4. Dissatisfaction among clerical employees seemed to stem from lack of career planning for them, misunderstandings about the jobs, non-use of college background, non-use of clerical skills, dead-end aspect of jobs, and inadequate supervision.
5. More dissatisfaction with Agency organization and lack of it was expressed on the covert side than on the overt.
6. There was indication that better supervision might have prevented many of the resignations.

III. Recommendations

- A. It is recommended that attention be paid to the improvement of morale and the study of problems incident to the clerical group.

Suggestions: Should college girls with career interest be hired for clerical jobs?

Can a promotional program for clerical staff be devised whereby promotion into intermediate areas and finally into professional can be effected?

Should there not be more counseling facilities for this group?

Should there be examination of some clerical positions in view of the seeming non-utilization of some skills?

Will supervisory training for unit, section, and branch chiefs contribute to the improvement of morale in the clerical group?

- B. It is recommended that careful planning in regard to career service be a part of each careerist's induction orientation.

Since the likelihood of marriage and consequent leaving of the Agency is great in any group of young women, unusual career service training and other advantages should be arranged only after the individual understands the obligations as well as the benefits of a career program.

- C. It is recommended that steps be taken in the DDP area to arrange for the interviewing, counseling, and placing of those who return from overseas positions--men as well as women.

- D. It is recommended that there be an increased emphasis on training in supervisory responsibilities and management practices in the Agency.

It is suggested that some program be set up whereby those in supervisory positions can participate in a training course dealing with supervisory techniques and understandings and whereby those being promoted into such positions be required to complete the course.

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TAB G

A STUDY OF 57 JOT MEMBERS

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- d. Out of the 18 women, 5 - or 28% - left because of marriage or pregnancy - indicating that those who feel there is an inevitable risk in planning careers for women of this age group are justified in their viewpoint.

3. General conclusions gleaned from [REDACTED] comments:

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- a. Women can handle the jobs assigned to them but the Offices feel there is a greater risk in accepting them rather than men because of probable marriage and family obligations. Therefore, Offices tend to give the women positions of less responsibility.
- b. Women in the JOI program have to be more highly qualified than most of the men in order to be well placed after initial training. [REDACTED] takes particular interest in placing the JOI women in hope that it may help the receptiveness of the Agency towards them.
- c. Women may be promoted more slowly than men partly for the reason that they are more acceptive and less aggressive in applying for a raise.
- d. There is no discrimination against women in the salary scale in this program. However, credit is occasionally given for military experience, which gives men the advantage for two reasons:
 - (1) They may then receive a higher entrance grade.
 - (2) They have had practical experience in working in a bureaucratic organization.
- e. It is difficult to place a woman in a liaison position.
- f. Women may suffer promotionally in the higher brackets because of a traditional feeling that men don't like to be "bossed" by women.
- g. Some men have been placed in positions with administrative potential where a qualified woman would have been accepted. Women with Public Administration majors are evidently not numerous.

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